

## Message Text

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PAGE 01 MOSCOW 12024 181913Z  
ACTION EUR-12

INFO OCT-01 ISO-00 CAB-02 CIAE-00 COME-00 DODE-00  
DOTE-00 EB-08 INR-07 NSAE-00 FAA-00 PM-05 H-01  
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R 181600Z AUG 77  
FM AMEMBASSY MOSCOW  
TO SECSTATE WASHDC 1145

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E.O. 11652: N/A  
TAGS: EAIR, UR, US  
SUBJECT: US-USSR BILATERAL CIVIL AVIATION RELATIONS

REF: STATE 194086

SUMMARY: EMBOFFS PRESENTED NOTE ON US-USSR CIVIL AVIATION RELATIONS CONTAINED REFTEL TO MINISTRY OF FOREIGN AFFAIRS (MFA) AUGUST 18. MFA EXPRESSED DISAPPOINTMENT AT LACK OF POSITIVE ATTITUDE EVIDENCED BY "RIGID REPETITION OF OLD THOUGHTS," AND REPEATED THEME THAT WHEN CHARTERED AND SCHEDULED AIR SERVICE COMBINED, US IS BENEFICIARY OF IMBALANCE OF BENEFITS. E/C COUNSELOR REVIEWED BASIC US POSITION LINKING EXPANSION OF SERVICE TO EQUITY. HE POINTED TO WORDING OF US NOTE ON WILLINGNESS "TO CONSIDER OPERATION OF CHARTER FLIGHTS" IN QUESTION OF BALANCE AS EVIDENCE OF POSITIVE USG ATTITUDE. HE COUNTERED MFA'S VEILED THREAT ON CHARTER CLEARANCE WITH US PERCEPTION OF LINKAGE BETWEEN CONTINUED CHARTER SERVICE AND MAINTENANCE OF CURRENT NUMBER OF FREQUENCIES. QUESTION OF POOLING WAS NOT RAISED. END SUMMARY.

1. AT AUGUST 18 MEETING WITH ISAKOV OF MINISTRY OF FOREIGN  
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PAGE 02 MOSCOW 12024 181913Z

AFFAIRS, E/C COUNSELOR DELIVERED NOTE CONTAINED STATE 194086. ISAKOV FIRST PROFESSED TO BE "NEW MAN" ON THE BLOCK (AFTER, BY SELF ADMISSION, HAVING SPENT TWENTY-ONE YEARS IN USA AFFAIRS, THE LAST SIX OF WHICH IN WASHINGTON). ISAKOV SAID HE WOULD PASS NOTE TO COMPETENT AUTHORITIES, BUT WANTED TO MAKE SOME "PRELIMINARY COMMENTS" ON-THE-SPOT. THOSE COMMENTS WERE:

A) US CONSTANTLY SPEAKS OF IMBALANCE, BUT, ALL SERVICES TAKEN TOGETHER, IMBALANCE IS IN FAVOR OF US. THEREFORE, HE VIEWED CURRENT NOTE AS UNEXPECTEDLY "TOUGH." HAD HOPED FOR MORE POSITIVE ATTITUDE.

B) CHARTER TRAFFIC HEAVILY IN US FAVOR. SOVIETS HAD APPROVED ALL CHARTER FLIGHTS "SO FAR."

C) AFTER ALMOST HALF YEAR OF NO PERCEPTIBLE MOVEMENT DESPITE "REASONABLE" SOVIET PROPOSALS, RIGID REPETITION OF OLD IDEAS BY US DISAPPOINTINGLY UNRESPONSIVE.

2. E/C COUNSELOR POINTED OUT THAT THE US VIEW IS THAT EXPANSION OF SERVICE MUST PROCEED APACE WITH EQUITABLE DISTRIBUTION OF THE BENEFITS. REFERRING TO ISAKOV'S ASSERTION THAT WE HAD ACKNOWLEDGED THE BALANCE OF BENEFITS HAD NOW SWUNG TO THE US, HE AGREED IT WAS TRUE ENOUGH THAT, COUNTING CHARTER PASSENGERS, FIGURES ON TOTAL PASSENGERS CARRIED RECENTLY SHIFTED TO US ADVANTAGE, AS SOVIETS WERE QUICK TO POINT OUT. BUT CHARTER AND REGULAR MARKETS WERE DIFFERENT AND COULD NOT BE EQUATED ON ONE-TO-ONE BASIS. COUNSELOR POINTED OUT THAT SENTENCE IN NOTE ABOUT US WILLINGNESS TO "CONSIDER CHARTER FLIGHTS WITHIN CONTEXT OF AN AGREEMENT THAT ENSURES REASONABLE BALANCE OF BENEFITS" EVIDENCED FLEXIBILITY OF USG AND USG LIMITED OFFICIAL USE

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PAGE 03 MOSCOW 12024 181913Z

AWARENESS OF FACT THAT CHARTER TRAFFIC CANNOT BE TOTALLY SEPARATED FROM OTHER ISSUES. HE DECLINED ISAKOV'S INVITATION TO SPECIFY WHAT FORMULA WE HAD IN MIND SINCE MATTER STILL UNDER REVIEW IN WASHINGTON.

3. REGARDING PARA 1B ABOVE, ISAKOV WAS REMINDED THAT A LEAST ONE US CHARTER HAD INDEED BEEN DENIED, ALBEIT NOT PAN AM (WE HAD REFERENCE TO INDIANAPOLIS CHARTER TO LENINGRAD AND MOSCOW REJECTED BY MFA ON JUNE 23). COUNSELOR ALSO MADE CLEAR THAT US SEES CHARTERS LINKED TO SECOND FREQUENCY (TO WHICH MADE FAMILIAR PROTEST THAT QUID PRO QUO WAS WASHINGTON FOR LENINGRAD, AND RUSSIANS NOT BLAME THAT LENINGRAD POSSIBILITY NOT BEING EXPLOITED BY US CARRIER).

4. AFTER STATING THAT HE WAS SPEAKING "OFF THE RECORD," ISAKOV WENT TO SOME LENGTHS TO REMAKE FAMILIAR PITCH THAT IT NECESSARY TO PURSUE NEGOTIATIONS OF THIS NATURE THROUGH MULTIPLE CHANNELS, SINCE "SOMETIMES PERSONALITY OF ONE INDIVIDUAL CAN HAVE DECIDEDLY NEGATIVE EFFECT" ON ISSUED AFFECTING WHOLE GOVERNMENTS. E/C COUNSELOR POINTED OUT THAT NEGOTIATORS ARE RESPONSIBLE TO

SECRETARY OF STATE AND ARE NOT WITHOUT GUIDANCE FROM  
SUPERIOR AUTHORITY.

5. COMMENT: IT WAS EVIDENT THAT ISAKOV WAS AWARE OF BASIC  
ISSUES AND PROBLEMS CURRENTLY UNDER DISCUSSION IN FIELD  
OF US-USSR CIVIL AVIATION AND HAD DONE HIS HOMEWORK IN  
FILES OF THESE NEGOTIATIONS. NEVERTHELESS, HE KEPT  
DISCUSSION ON NON-SPECIFIC PLANE. WE ASSUME THAT WE WILL  
BE HEARING FROM MINISTRY OF CIVIL AVIATION IN MUCH  
GREATER DETAIL WHEN WE CALL THERE NEXT WEEK.  
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## Message Attributes

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**Review Markings:**  
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